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ABSTRACT

Possible solutions to communication problems in Canada's North are presented in this report. A centralized source of information is proposed, along with suggestions for aid from the government and universities. Recommendations for improving communication are also listed: the modification of Canada's Anik satellite program; the involvement of regional popular groups to provide for self-expression on the part of the northern people (American Indians, Eskimos, and whites); formation of a centralized Northern Communications Information Center; government recognition of various communication groups; provision of broadcast radio facilities and improvement of telephone service; establishment of northern-oriented radio and TV program production centers; assumption of coordination responsibilities by the Government of Canada Department of Communications; and development of guidelines by the Canadian Radio and Television Commission. Appendices provide information on organizations doing communications work in northern Canada and also a proposal for a communications unit. A 67-item bibliography is included. Part I of the report is RC006016. (PS)

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Man in the North Technical Paper

Communications Study/Part II

The Arctic Institute of North America

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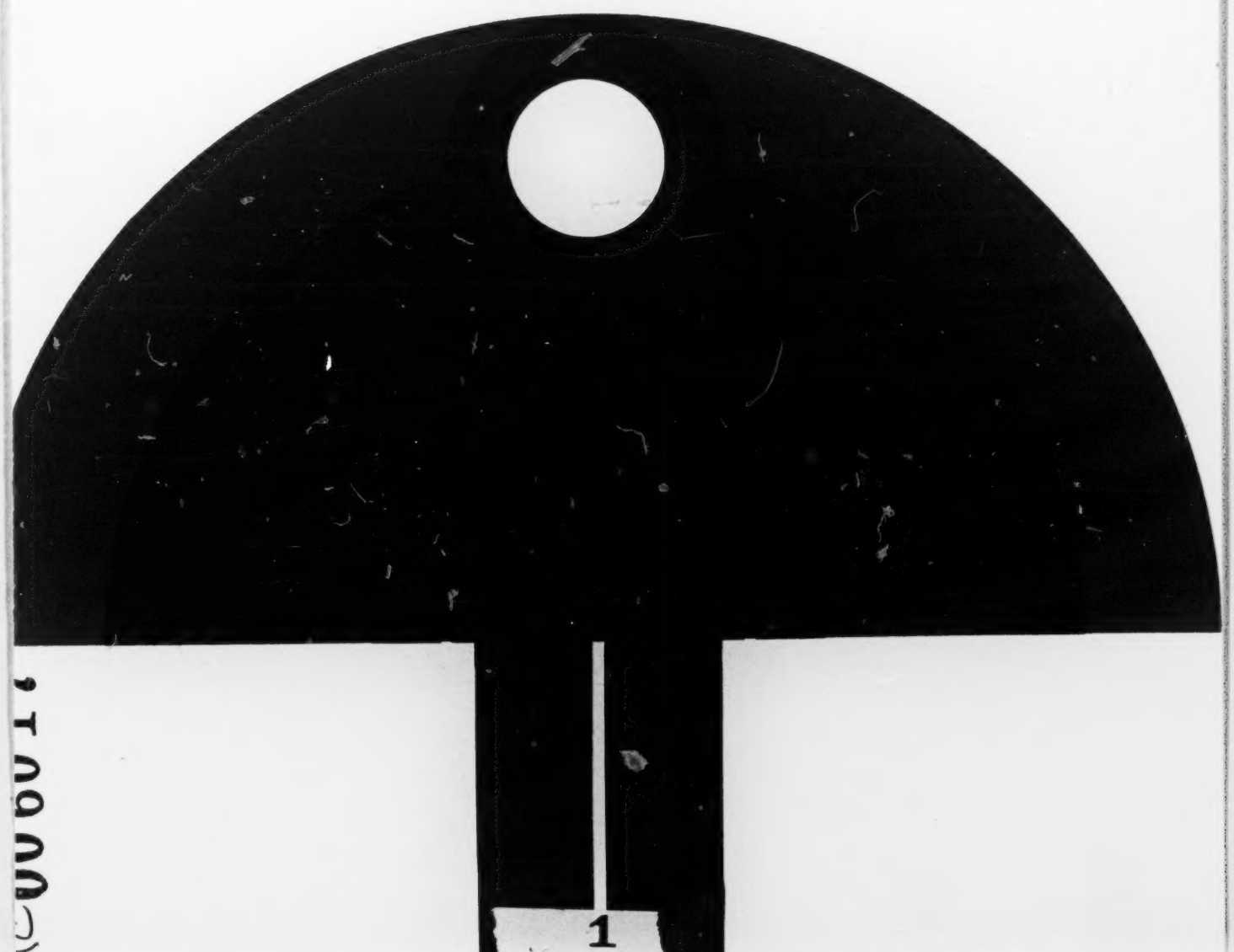

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PEOPLE COMMUNICATIONS

IN

CANADA'S NORTH

PART II: THE SOLUTION

by

G.I. (Gerry) Kenney, Eng.

report of the Communications Task Force
sponsored by the Man in the North Project,
a three-year research project of
The Arctic Institute of North America
on community development in the North
December 1971

PEOPLE COMMUNICATIONS IN CANADA'S NORTH

Part II: The Solution

Foreword

Recapitulation 1

A. Summary of recommendations 3

B. The people do their "thing" 7

C. The role of universities 13

D. A centralized source of information 19

E. The role of government 23

F. People communications 31

Epilogue 41

Appendix I: Organizations doing communications work in northern Canada 43

Appendix II: Northwest Territories Indian Brotherhood: a proposal for a communications unit 45

Bibliography 51

MAN IN THE NORTH PROJECT

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PEOPLE COMMUNICATIONS

IN

CANADA'S NORTH

Part II: The Solution

FOREWORD

Policy makers in Canada have pledged repeatedly that the Indians and Eskimos of the North will be treated as equal partners with other Canadians. The first part of this report (issued last September) has shown that in the crucial field of communications, the Canadian policy, especially concerning the very expensive Anik satellite project, in fact will serve mainly the transient white people whose cultural needs are those of their fellow citizens of the South. Should the Anik plans remain unmodified, Canada will have lost a unique chance to contribute positively to a partnership that is something more than tokenism.

The challenge should be met and it can, according to the members of the MIN Task Force on northern communications. In this second part of their report, they present suggestions for achieving this end. We hope these recommendations will serve as valuable references for those who, in view of their function or their interest in northern "people" communications, are instrumental in shaping the future of the land of Immaha.

Northists and nordics who have contributed to the findings of the Task Force--its members first of all--are most heartily thanked for their collective effort.

Eric Gourdeau
Director, MIN

PEOPLE COMMUNICATIONS

IN

CANADA'S NORTH

Part II: The Solution

RECAPITULATION

The Man in the North Task Force on northern communications detailed the communications needs of Canada's northern peoples in Part I of this two-part report, called "People Communications in Canada's North, Part I: The Problem" (September 1971). The report was written from the point of view of the expressed needs of the people themselves, and also considering expert opinion in the field of communications in developing areas. The report went on to examine the role of the Anik satellite, to be launched in late 1972, and how it related to the people's needs. It was demonstrated that, in spite of promises of great social benefits for the North, the use of Anik as presently planned in reality would fail to provide communications for the people's needs; nor would the kind of communications provided accord with those recommended by social scientists. Indeed, the original reasons given by the Government of Canada for the Anik satellite program were shown to be in need of reevaluation.

Starting from the problem as summarized above, "Part II: The Solution," presents the recommendations of the MIN Task Force on Northern Communications for providing people communications in Canada's North in the most effective manner.

We are eager to tunnel under the
Atlantic and bring the Old World
some weeks nearer to the New;
but perchance the first news
that will leak through into the
broad flapping American ear will
be that the Princess Adelaide
has the whooping cough.

--Henry David Thoreau, Walden, 1854

A. SUMMARY OF RECOMMENDATIONS

This section gives all the recommendations made in the text of this report, but not necessarily in the order of their appearance.

1. The Task Force submits that the implementation of the Anik satellite program in Canada's North must be modified to take account of the expressed needs of the people it is supposed to serve. The implementation of the program, as presently planned, can have a devastating and quite probably irreversible impact on the people of the North.

The priorities of spending vast amounts of money to bring live TV to certain northern locations must be balanced against expenditures that would attain socially valid goals in terms of communications as desired by the people--for example, satellite channels in conjunction with community radio stations, regional and local programming for radio and TV, community videotape projects, improved telephone communications, educational television, etc.

If Canada is to expose itself to world criticism by being the first country to build a domestic geostationary satellite system, it is extremely important that the use of the system in the underdeveloped North be significant in social terms.

2. The Task Force submits that the spontaneous formation of regional popular groups dealing with northern communications across Canada is the expression of a true need. It further submits that the work being done by these groups is of great value since the people themselves are becoming involved in implementing and operating projects to meet their own needs. It is the opinion of the Task Force that if significant inroads are to be made in compensating for the present lack of people communications in Canada's North, the regional knowledge, willingness, and energies of the people must be fully utilized. The Task Force considers it essential that the people themselves be involved deeply in any program of northern communications. This can best be done through the various northern communications groups now in existence, or being formed. It is recommended that this valid self-expression on the part of the northern people be encouraged and supported by the provision of required assistance in the fields of information, coordination, and funds (see recommendations 3, 4, and 5 below).

3. The Task Force submits that Canadian universities have a responsibility toward their northern constituents in assisting them to design practical communications projects aimed at effecting social change in northern communities. Universities must involve northern people as useful members of their northern projects, as a means of introducing them to and training them in the methodology of such work. Universities must work in close collaboration with the various regional northern communications groups across Canada. These groups can benefit from the knowledge and resources of the universities. The universities can benefit from intellectually stimulating research within the framework of community projects with concrete and practical goals for social advancement.

4. The Task Force recommends that a centralized Northern Communications Information Center be formed. It is believed that the center would be located best in some apolitical organization such as The Arctic Institute of North America or a university. However, if the recommendations were not picked up by an apolitical organization, it would be essential for the Government of Canada to initiate the formation of such a center. The purpose of the center would be to provide a coordinating force for the various widely spread and separate regional northern communications groups arising across Canada, as well as being a centralized source of information and training in effective media use for achieving social advancement.

5. The Task Force recommends that the various northern communications groups and societies be recognized and encouraged in their ventures by government[1] through the provision of the required funds for implementing their programs and projects.

At the federal level, the granting of funds could be in the hands of an organization similar to that created for the Opportunities for Youth program in the Secretary of State's office.

6. The Task Force recommends the provision of broadcast radio facilities (with local, regional, and network programming) and the improvement of long-distance telephone service in isolated locations as a more valid use of funds than the replacement of FCP TV by live TV.

7. The Task Force recommends the establishment of radio and TV program production centers where northerners can produce program material relevant to the northern context.

8. Because of the national character of the North and because the present economics of the North do not encourage the spontaneous improvement of communications, it is recommended that the Government of Canada Department of Communications assume the responsibility of coordinating an equitable communications improvement program involving the seven provinces and two territories in the North, as defined in Part I of this study. Because of the economics of the northern situation, it is believed that governments have certain special responsibilities to assist financially such ventures.

9. Because of the diverse cultures in Canada's North and the significance of northern communications to these cultures, it is essential that the Canadian Radio and Television Commission provide the guidelines and rulings necessary to ensure adequate and equitable development of the radio and television media in the North, in keeping with the needs of the people.

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1. The term government is used generally here and throughout, without distinguishing between federal, provincial, or local levels, unless specified otherwise.

National Development is people changing themselves.

--Wilbur Schramm, Mass Media and National Development[2]

B. THE PEOPLE DO THEIR "THING"

The Princess Pageant

On the evening of 17 August 1971, the Cree Indian people of The Pas, Manitoba held their annual Princess Pageant in a large community hall on the reservation. To the accompaniment of a wailing, lugubrious chant and throbbing tom-toms, Indians from Saskatchewan dressed in traditional garb rhythmically shuffled through their ancient ceremonial dances. That the dancers came from Saskatchewan to dance in Manitoba indicates that those who still know the steps are getting harder to find. The provincial distinction had no other meaning, for the Indians were all Cree. Some of the older residents of The Pas, people to whom the ceremony unfolding in front of them held nostalgic and pleasant memories, spontaneously joined in.

The Princess Pageant is celebrated every year in The Pas, but in 1971 there was something different about it. A young Cree by the name of Nathan McGillivary was hunched over a video-tape recorder (VTR) belonging to the Manitoba Indian Brotherhood, carefully scrutinizing his dancing brothers and sisters through the camera viewfinder as he recorded the pageant on 1/2" videotape. This new factor is highly significant for it points out the following:

1. The Cree people are proud of their Princess Pageant and the glimpses of their heritage that it affords them.

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2. Stanford, California: Stanford University Press, 1964, p.38.

2. They are proud enough of it that one of their own people was recording it on videotape equipment owned by the Indian people themselves.

3. They consider their pageant of sufficient importance that the videotapes will be shown in other, more isolated Cree villages whose people could not come to the pageant.

4. The most significant aspect was that the people of The Pas were doing this themselves, with equipment owned by the Manitoba Indian Brotherhood and for their own people. They knew what they wanted to do and they were doing it. They were doing their "thing."

Northern communications are snowballing

The Manitoba Indian Brotherhood is only one of many such organizations sprouting up across Canada with the goal of promoting communications among northern people, and between people of the North and South. During the course of its work, the Task Force made contact with at least one northern communications organization in the Yukon and Northwest Territories, and the seven provinces that have a northern area (British Columbia, Alberta, Saskatchewan, Manitoba, Ontario, Québec, and Newfoundland). In some there are more than one organization (see Appendix I for a list of organizations doing communications work in northern Canada). What was especially impressive were the bright and dynamic people who were organizing and operating these organizations. They knew what they wanted and they were going after it (with considerable difficulty in many cases as will be described later). It was obvious that these various groups were painfully aware of the isolation of their people, and that only by cutting through this isolation with meaningful communications could they hope to begin the process of rebuilding their strength and pride as a people and as citizens of Canada.

Different groups have chosen different methods of communication among their people, all of which are valid. The difference in method often reflects differences in local conditions. In addition to the VTR work already described, the Manitoba Indian Brotherhood uses radio as well:

. two-way short-wave radio; a network is being set up which will eventually link up 23 communities
. Indian language radio programs broadcast over an existing conventional radio broadcasting station.

Further west, the Alberta Native Communications Society also has chosen to work with VTR, but has concentrated as well on:

. a newspaper, The Native People
. community radio broadcasting stations with the first one scheduled for operation soon in Wabasca-Desmarais.

Community radio broadcasting is a medium which has been mentioned by many northern people as being the method par excellence of keeping people informed and aware. A group just now in the formative stage, called Suliut Information, is developing a proposal for building a community radio broadcasting station in every Eskimo village of Nouveau-Québec. These stations would originate their own programs, re-broadcast CBC Northern Service programs, and exchange taped programs with each other. Programs of interest to the North would also be produced in a southern-based branch of this association for dissemination in the northern communities.

The story is much the same in the Territories. The NWT Indian Brotherhood has drawn up a proposal for a communications unit which would publish a newspaper, a magazine, and broadcast radio programs over CBC stations. The Communications Unit would rely heavily on community correspondents in the individual settlements for its information (see Appendix II).

The Yukon Native Brotherhood, with the assistance of the Indian-Eskimo Association, is tape-recording interviews with native people on subjects that interest and concern them. The interviews are broadcast in a half-hour weekly program called Dunn Quandro and broadcast over the Yukon network of the CBC Northern Service.

The five organizations listed above are typical of the many that have sprung up across Canada's North to meet a pressing need for better communications among northern people. Two highly significant factors in the formation of these groups are:

- they have formed spontaneously, with very little knowledge of other similar groups forming at the same time
- they have been initiated and are being operated by northern people themselves to meet needs felt by them.

These factors clearly indicate that here is a source of extremely significant information regarding the communication needs of northerners: the northerners themselves. By the formation of their communications societies, and the work they are doing, they are telling all who will listen what their needs are in "people" communications. Here are those who are in an excellent position to implement communications programs suited to their own needs: the people themselves. Here is the chance for people to feel that the radio, the film, the newspaper, the magazine are "their" media with which they can identify--not some anonymous force created by nameless,faceless strangers. It is a basic premise of this report that the implementation of meaningful communications programs in Canada's North must rely upon, and heavily involve, the various northern communications groups.

Help is needed

Help is required, however, if the burgeoning communications units are to be fully effective. Help is needed in the following problem areas:

- Information. There is an evident thirst for information among the various groups and no organized way of getting it. Information is lacking about the appropriate technology to use, the techniques to employ, effective programs to bring about social change involving feedback and evaluation.
- Coordination. There is insufficient mutual knowledge of what is being done by the different groups and thus the opportunity to learn from the experience of others is lost.
- Funds. A very large part of the energy of the various groups is expended in trying to obtain funds to implement their programs, even though they are well thought out and presented. For example, the project described in Appendix II has not yet been funded at this writing.

Recommendations

The Task Force submits that the spontaneous formation of regional popular northern communications groups in Canada is the expression of a true need. It further submits that the work being done by these groups is of great value since the people themselves are becoming involved in implementing and operating projects to meet their own need. It is the opinion of the Task Force that if significant inroads are to be made in overcoming the present lack of people communications in Canada's North, the local and regional knowledge, willingness,and energies of the people must be capitalized upon. The Task Force considers it essential that the people themselves be deeply involved in any program of northern communications. This can best be done through the various northern communications groups in existence or being formed. It is recommended that this valid self-expression on the part of northern people be encouraged and supported by the provision of required assistance in the fields of information, coordination, and funds.

The following sections will describe the role of universities, governments and others in this matter as seen by the Task Force.

> Our people want the right to set their own goals, determine their own priorities, create and stimulate their own opportunities and development.
>
> Harold Cardinal, The Unjust Society[3]

C. THE ROLE OF UNIVERSITIES

"I would like to see the efforts of universities engaged in northern communication research be directed towards projects having a national purpose. Their resources and knowledge of the North is respected." Eric Kierans, then Minister of Communications, spoke these words in 1970 at an Edmonton Chamber of Commerce dinner, indicating a need for greater involvement of Canadian universities in significant northern projects. But the following (tongue in cheek) definition would tend to indicate an already too heavy involvement: "The average Eskimo family consists of the father and mother, five children, an aunt or an uncle, one or more grandparents, an anthropologist and a sociologist."

It would appear that northern people have been studied just about to death, and are in no mood to be the subjects of further examination and prodding by erudite people whose principal aim seems to be to publish a paper or thesis. And there is no doubt that their stand is justified. But what is indicated here is not a need for less activity on the part of universities in the North but rather for a change in attitude or tactics.

Universities, with their resources and knowledge, must assume the responsibility of serving their constituents, not merely using them for performing studies and accumulating information. Universities are in an excellent position to help design programs and projects to promote effective social change.

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3. Edmonton: Hurtig, 1969, p.64.

Northern communications projects designed by northern people in coordination with Canadian universities are a way for universities to fulfill their responsibilities. This is not to say that universities should become philanthropic institutions. On the contrary, by becoming significantly involved with communities and their people in helping to implement and operate pragmatic, socially oriented programs based on communications, universities could benefit from extremely interesting and intellectually stimulating research. The value of such projects would be greatly enhanced by an interdisciplinary approach combining the efforts of several departments such as engineering, communications, law, sociology, anthropology, audio-visual services, and so on.

In helping to design northern programs and projects, it is considered essential for universities to involve northern people as participants in the actual research being done. It is necessary for northern people to be introduced to research by implicating them as useful members of research teams. They must participate fully and not merely be used as informants as in the past. Suitable northern people exist for this type of work although it is sometimes more effort to find them than to find a southern person. However, the effort must be made if university involvement in the North is to be significant to the people of the North.

A certain amount of university involvement has already taken place. The work of Memorial University of St. John's, Newfoundland is an excellent example of involving local people in communications projects designed to promote social change. The university's videotape work on the coast of Labrador and on Fogo Island is well known. But the involvement of Canadian universities surely is not as extensive as their number might lead one to expect.

<u>In what way can universities become more involved?</u>

Consider the following project being attempted by Stanford University in California:

> A group of Stanford faculty is presently engaged in trying to organize and get funds for a major research effort in the Mission District of San Francisco. They are pursuing an unusual approach which, if it works, can open tremendous opportunities for universities to do things that make sense in their own terms, in terms of people in the area under study, and in terms of the national good.

Stanford faculty and students in the research team propose to work on problems agreed upon between them and the community organizations of the Mission District. Either side could pull out if things went wrong; each would have in effect a veto over conditions proposed by the other that were found unacceptable.

If the Mission District began to feel researched to death, as has often happened in urban areas, and could not see advantage to its own people of the research in progress, it would be protected. If, on the other hand the University team found itself so hampered by considerations of immediate practicality that intellectually challenging programs were not available to them, they, too, would be protected.

Given the massive distrust and social tension in this country, any such effort is bound to be difficult and to have its vicissitudes. It seems essential that such efforts be made, however.[4]

Change a few key words such as "Stanford," "Mission District," "San Francisco," and "urban," and the above paragraph could apply directly to a Canadian university and a northern community. Suppose the Stanford approach were applied to the Canadian context: let us see what kind of projects could be designed that would benefit northern communities and at the same time provide intellectually stimulating research for universities.

Joint projects

The broadest outline of two possible joint university-northern communication group projects will be presented here as examples. There is no doubt that the various universities across the country could design many additional viable joint projects.

Joint Project No. 1

Basic assumptions: 1. That the determination of the effect of providing communication into an underdeveloped area where communication is lacking is a viable university research project;

4. Stanford Observer, April 1971, Stanford University, Stanford, California.

2. That northern communication groups need help in effectively implementing communications projects. Any further justification for the above two assumptions will not be attempted, since 1 is self-evident and 2 was demonstrated in section B.

A Canadian university with a northern interest (which one can afford not to be interested in the North?) which shall be called Nor-U and a northern communication group, which shall be called Nor-Com, agree to collaborate on Joint Project No. 1 which is to consist of community radio broadcasting stations and VTR work in remote communities. Nor-Com, however, is a relatively young group and lacks knowledge about

. the type of radio equipment to use
. the type of VTR equipment to use
. operation and maintenance of equipment
. developing programs using radio and VTR to effect social change
. how to draw up a proposal and obtain funds.

Nor-U, on the other hand, has

. an electrical engineering department
. a department which either teaches the use of media, or uses media such as video and audio tapes to prepare course material
. experience in drawing up proposals for the purpose of obtaining funds
. a social science department with knowledge of social change techniques.

It is obvious that Nor-U can be invaluable in helping Nor-Com implement a socially meaningful communications society. On the other hand Joint Project No. 1 can be a valuable university research project based on the effects of introducing people-oriented communications in an isolated and underdeveloped area.

Joint Project No. 2

Basic assumptions: 1. That racial prejudice exists in Canada's North; 2. That northerners as well as universities have an interest in reducing racial prejudice between Canada's people.

The NWT Indian Brotherhood's proposal (Appendix II) starts off with, "You don't like us and we don't like you (racial attitude north of "60")." One of the goals of the Brotherhood is to "eliminate bad

attitudes held by natives and non-natives toward each other." No one can quarrel with that goal, a truly noble one. But the NWT Brotherhood needs help in achieving this goal. Remember, its proposal is as yet unfunded. In addition, the Brotherhood is trying to obtain information on suitable technology.

Let us again borrow a page from the Stanford Observer (May 1971) and see how Stanford is helping to combat racial discrimination against people of Mexican and Chinese extraction:

> Students, faculty, film stars, community volunteers, government agencies, and attorneys have joined forces in a major new assault on illegal housing discrimination in the Bay Area.
>
> Called Operation Sentinel, it combines a multi-media, multi-lingual public information campaign now through July 31 with detailed local follow up on individual complaints of alleged discrimination.
>
> Working with Profs. Henry Breitrose and Ricardo Diaz of the University's Communication Department, 21 students in film and broadcasting have produced 12-30 second TV spots (seven in English, three in Spanish, and two in Chinese), 12-30 second radio spots, and supporting news releases, posters, and brochures for local distribution in Bay Area communities.

This project is probably not directly applicable to the northern Canadian context, but it does indicate how one university considers racial prejudice of sufficent concern to devote an imaginative project to its mitigation. Thus Joint Project No. 2 could combine the efforts of a Canadian university and a northern communication group such as the NWT Indian Brotherhood in implementing a communications project designed to dispel racial prejudice and to research the effects of the project.

Recommendations

The Task Force submits that Canadian universities have a responsibility toward their northern constituents in assisting them to design practical communications projects aimed at effecting social change in northern communities. Universities must involve northern people as useful members of their northern projects as a means of

introducing them to and training them in the methodology of such work. Universities must work in close collaboration with the various regional communications groups across Canada. These groups can benefit from the resources and knowledge of the universities. The universities can benefit from intellectually stimulating research within the framework of community projects with concrete and practical goals for social advancement.

It's a wonderful thing to hear news. If you don't hear news, it's just as well these times to be dead.

--Uncle John Campbell, Square Islands, Labrador

D. A CENTRALIZED SOURCE OF INFORMATION

"We are a young group and don't have the academic background and research that you have, and we would appreciate any information that we can receive about communications through mass media with northern people." These words are from a letter addressed to a member of the MIN Task Force on Communications by a northern group attempting to set up a communications unit in the Northwest Territories. These same words could well have been written by practically any one of the many northern communications groups across Canada (see Appendix I for a list of these groups). Almost without exception they are young and lacking in information about technology, techniques, and how to operate efficiently in interfacing with our southern bureaucratic society. They are often in ignorance, too, of what has already been done by others in their field of interest. Working under these conditions, it is not possible for these various and separate groups to achieve the strength of concerted action that can result from the coordination and dissemination of knowledge and information available from all other such groups across Canada. Neither is it possible to achieve efficiency in their projects unless they are aware of the resource people to whom they can turn for expert advice on technical problems or on techniques for the use of media for community development.

What is required is a central organization which would keep itself aware of:

- the work being done by all northern communications groups including detailed knowledge of their projects and plans
- the work being done by other than northern groups, but which might be applicable to the northern context

- current data on the technical details, cost, performance, etc., of the various media hardware likely to be used by northern communications groups
- the various resource people that can be consulted for expert advice on technical matters and media techniques for community development*
- current information on projects, plans, and policies of government departments, common carriers, TV and radio stations, etc., as applicable to northern communications.

The centralized organization would keep all local and regional communications groups informed of activities and projects of the groups across Canada by means of a regular newspaper or newsletter. Seminars and courses would be organized to meet needs as felt by the northern communication groups themselves, such as training in the effective use of media. At all times the groups would have access to the centralized organization for information and advice on specific problems as they arose.

It would be essential that the personnel of the central organization maintain close liaison with local groups by field contacts. Theoretically, the centralized information source could be located within some existing government department. However, to assure total objectivity and immunity from political pressure, it would be preferable to locate it within some apolitical organization. The greatest benefit of such a centralized information source would no doubt be in its initial years, during which time the various regional groups would become aware of each other and the various people that could provide advice and assistance. A three-year life for this organization could be proposed, subject to reevaluation at the end of that period and perhaps continuation on a reduced basis if required.

Recommendations

It is recommended that a centralized Northern Communications Information and Training Center be formed. It is believed that the Center would be located best in some apolitical organization such as a university or The Arctic Institute of North America. However, if the recommendation were not picked up by an apolitical organization, it would be essential for the Government of Canada

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* Examples are CBC, NFB, CRTC, Memorial University, etc.

to initiate the formation of such a Center. The purpose of the Center would be to provide a coordinating force for the various regional northern communications groups arising across Canada and also to be a centralized source of information and training in effective media use for achieving social advancement.

It is vitally important that the satellite not jeopardize the northern requirement for improved ground services.

--Nellie Cournoyea, in Northern Communications Conference Record, 1970[3]

E. THE ROLE OF GOVERNMENT

In this section the Task Force will elaborate its views on the role of the government in developing people communications (and as a consequence the people) in Canada's North. The subject will be covered in two parts:

. people communications in general
. the specific role of Anik.

People communications in general

Dr. J.J. Deutsch, President of Queen's University, in his closing remarks at the 1970 DOC Communications Conference in Yellowknife, admonished "There is an inadequate understanding of the special needs and circumstances of the North by those who must make decisions in the South."[5]

And if the northern reality is further underscored by John Hoyt's words (quoted in Part I of this two-part report, p.1), "The people in the village have never been consulted on any subject for over a hundred years," it becomes obvious that an untenable situation has existed for too long. It is a situation that has been recognized as undesirable, and officially at least it is deplored. Jean Chrétien, Minister of Indian Affairs and Northern Development, made the following point in speaking of northerners at the Yellowknife DOC Conference: "These people want to be heard, indeed they must be heard. They want a voice in how their region is shaped."[5] At the same conference,

5. Ottawa: Department of Communications, 1970.

Alan Gotlieb, Deputy Minister of Communications (speaking for the Minister) said, "I would like in my closing remarks to stress again that economic development has to be harmonized with social and cultural values, the aspirations of the communities and regions concerned."[5]

The mandate to both the Department of Indian Affairs and Northern Development and Department of Communications was clear: listen to the people.

IN SPITE OF THE CLARITY OF THE MANDATE, THE MIN TASK FORCE ON NORTHERN COMMUNICATIONS RESPECTFULLY SUBMITS, AS DETAILED IN PART I OF THIS TWO-PART REPORT, THAT THE MILLIONS OF DOLLARS SHORTLY TO BE SPENT IN THE NAME OF NORTHERN COMMUNICATIONS WILL DO VERY LITTLE TO SATISFY COMMUNICATIONS NEEDS AS EXPRESSED BY NORTHERN PEOPLE THEMSELVES.

In the following paragraphs, the Task Force recommends means whereby the expressed wishes of the people can be taken into account by government in providing for northern communications--in short, how government can listen to the people.

Listening to the people

In Section B, "The people do their 'thing,'" it was shown that many groups have arisen spontaneously, whose purpose is to create meaningful communications among the isolated peoples in the northern parts of the provinces and the two territories. Appendix II is an example of the types of projects being proposed by such communications groups. In this example can be read clearly the thought and work that has gone into it. It is well prepared and presented and has goals with which no one can quarrel: to provide effective communications not only among northern people, but also between northern people and other ethnic groups in Canada; and to help break down the two-way prejudice that exists today.

The organization in Appendix II has recognized (as have the various other communications groups working across Canada's North) the harmful effect that the lack of communications has had on their people, and they want to do something about it. Are not such groups in the best position to know the needs of their own

5. Ottawa: Department of Communications, 1970.

people, to be aware of the local conditions and special circumstances that exist in their particular area? Are they not also in the best position to implement and operate communications programs and projects which are the result of the real needs of their people? Here is a chance for people to become involved in projects that affect them. How much greater will be the interest, how much greater will be the chance of success, if they succeed in "building localness into the media."[6]

It should be noted that the types of programs and projects being suggested by the various communications groups are of the kind that tend to develop what might be called the "ground network." It is this network that Nellie Cournoyea of Inuvik referred to at the DOC Communications Conference in Yellowknife when she said, "It is vitally important that the satellite not jeopardize the northern requirement for improved ground services."

The community broadcasting stations, the local programming, the videotape projects, the newspapers, the magazines, and the films that the various regional communications groups are embarking on all tend to develop a network of dissemination of information that does not need the high efficiency of satellite channels to be effective. (This is not to say that satellite channels could not make the ground network much more efficient.) The vital point, however, is that satellite channels, without the material-producing and disseminating mechanism of a "ground network," cannot hope to provide a communication system oriented to the needs of the people.

PUT MORE SIMPLY, THE GROUND NETWORK WITHOUT SATELLITE CHANNELS IS VASTLY SUPERIOR TO SATELLITE CHANNELS WITHOUT THE GROUND NETWORK. HOWEVER, THE JUDICIOUS INTEGRATION OF A GROUND NETWORK WITH SATELLITE CHANNELS IS BETTER YET.

Recommendations

The Task Force recommends that the various northern communications groups and societies be recognized and encouraged in their ventures by government through the provision of the required funds for implementing their projects and programs. The granting of funds, for example at the federal level, could be in the hands of an organization similar to that created for the Opportunities for

6. Wilbur Schramm, Mass Media and National Development, p.175.

Youth program in the Secretary of State's office. It would be necessary to develop a "northern section" to maintain liaison and understanding with the various northern communications groups across Canada in order to be in a position to properly assess submitted proposals and to ascertain progress on a continuing basis. The local communications groups would have to take upon themselves the responsibility of preparing well-documented proposals describing their projects, as some have already done in the past. The CRTC has an important role to play in providing for the necessary directives to promote and facilitate community-type communications projects by local groups. A description of the government organizational formula that would be best suited to the task is not important at this stage. The above description is given as an example only. The vital point of the recommendation is that it is essential to provide recognition and adequate funds to those local communications groups which demonstrate the ability to design and implement meaningful programs and projects.

The specific role of Anik

Let us examine the case for Anik's main initial northern objective: live TV in the North. Live TV in the North would, if implemented, replace what exists now: Frontier Coverage Package TV (FCP TV).* There are three main advantages claimed for live TV versus FCP TV:

1. Daily news (FCP TV is delayed and daily news broadcasts are not possible)

2. Live sports (it is claimed by some that delayed sports on FCP TV is causing discontent)

3. Longer program hours (FCP TV presently consists of four hours per day of programs).

The Task Force's opinion on the above points is as follows:

1. Daily news is received via radio in all but three locations where live TV via Anik is proposed. It is not felt that the addition of the picture of the commentator, plus occasional film clips of news items, is of sufficient importance to justify the

* Whitehorse has and Yellowknife will have shortly cable TV as well as FCP TV.

expenditure of millions of dollars: "Because television is a visual medium, it may scan the background and significance of events to focus on the outward appearance--the comings and goings of statesmen instead of the issue that confronts them."[7]

2. The claim that delayed sports is causing discontent is relative. A CBC questionnaire indicated that northern people thought there was too much sports on TV.

3. The schedule of FCP TV programs per day can easily be increased by broadcasting longer tapes.

The Task Force feels that modifying northern TV fare by using Anik does not justify the expenditure involved. The opinion of an expert on the effect of TV in changing people is relevant here. Daniel J. Boorstin is director of the National Museum of History and Technology of the Smithsonian Institution. He wrote an article for a special issue of Life magazine, devoted to television (10 September 1971). The article centered on the changes that have occured to people since the inception of television service some twenty-five years ago. He observed that:

- TV has caused "segregation from one another" as the tube is watched by "island audiences." (Canada's northern people have asked for communications that will bind them closer together.)
- TV has caused "segregation from source" since the viewer feels "a new isolation from his government" because "they could talk his ear off on TV and if he wanted to respond, all he could do was write them a letter." (Northern people have asked for a two-way channel permitting the transmittal of their needs and views to those in power.)
- TV has caused "segregation from the past." "Of all the forces which have tempted us to lose our sense of history, none has been more potent than television." (More and more, northern people today are recognizing the value of their heritage and are attempting to recreate the rightful pride with which it must be viewed.)

---

7. Walter Scott, NBC Board Chairman, quoted by R. MacNeil in Mass Communications, edited by P. Lineberry (New York: H.W. Wilson, 1969).

One economic reason that has been advanced for providing live TV to the North is that it would promote development by cutting down turnover of personnel working there, since live TV would make northern living more attractive. The Task Force has not been able to find any research that substantiates this opinion, which it considers highly debatable.

In the light of the above, the northern dissemination of live TV as we know it in the South seems to be of doubtful validity as one of the main objectives of a $90 million satellite communications project. One of the findings of the DOC Yellowknife Conference, as reported by Professor Jameson Bond of the University of Alberta, was that "Live TV does not appear to be a high priority for the people of the North."[8] Surely if Canada is to place itself in the glass house of world observation as the first country to have a domestic geostationary satellite system, it must have a more significant social goal than the flooding of the North with southern-style TV.

What are other countries planning?

Both India and Brazil have plans to utilize an American satellite for introducing modern communications into their underdeveloped areas. Planning for a Planet, the report of an international conference on satellite communications, indicates the concern of these two countries for the potential use of satellite technology:

> The Indian experiment has many complex features apart from the satellite technology. The programs on family planning, agriculture and health must be carefully prepared. The materials discussed in the programs must be delivered to the villages. Plans must be made to assemble the audience and later to measure the effectiveness of the programs...
>
> In 1976, Brazil is planning the use of NASA's applications technology satellite in an experimental mass education program in the northeast. For like India, Brazil has realized that before putting anything up into space, it will have to deal with the so-called software problem on the ground: the content of the broadcast.[9]

8. Op. cit., p.55.
9. Planning for a Planet. New York: Carnegie Endowment for International Peace and the Twentieth Century Fund, NY. 1971.

The United States also will shortly be embarking upon the domestic use of satellite communications in an isolated area, Alaska. Thus, "Health aides in each community will use the facilities daily to check with medical personnel in hospitals and clinics to help them treat local illnesses. Just as important is the obvious use of these stations for education."[10]

These three countries have recognized that it is not a satellite system of itself that is important, but rather the use to which the system is put. All are attempting to use satellite technology to solve specific problems.

Recommendations

The Task Force submits that the implementation of the Anik satellite program in Canada's North must be modified to take account of the expressed needs of the people it is supposed to serve. The implementation of the program, as presently planned, can have a devastating and quite probably irreversible impact on the people of the North.

The priorities of spending vast amounts of money to bring live TV to certain northern locations must be balanced against expenditure that would attain more socially valid goals in terms of communications as desired by the people, for example satellite channels in conjunction with community radio stations, regional and local programming for radio and TV, community videotape projects, improved telephone communications, educational television, and so on.

If Canada is to expose itself to world criticism by being the first country to build a domestic geostationary satellite system, it is extremely important that the use of the system in the underdeveloped world be significant in social terms.

---

10. Press release No. 351, 27 April 1971, office of US Senator Mike Gravel (Alaska).

Man may be leading himself down the path of destruction if he fails to make the great media technologies of today compatible with human values.

--Lester B. Pearson, Montreal Star, 7 October 1971

F. GUIDELINES FOR AN INTEGRATED PLAN OF NORTHERN PEOPLE COMMUNICATIONS

The following basic assumptions will be used in developing this section:

1. It is assumed that Canada will embark upon the Anik satellite program and that it would be academic at this point to dwell upon whether or not such a program should be implemented.

2. It is assumed, however, that it is possible to revise completely the concept of the use of Anik in Canada's North.

3. It is assumed that the Anik satellite system will be only one medium among many and that it is necessary to consider an integrated multi-media system to solve northern communications problems.

4. It is assumed that live TV in the North (as opposed to taped TV) is not a valid objective at this time for the Anik satellite program in view of the much more socially significant goals that must be attained first (as developed in section E).

5. It is assumed that media material must be relevant to the context and that local involvement is essential in developing northern communications (as developed in section D, Part I of this two-part report).

6. It is assumed that interpersonal and intercommunity communications plus access to those in power are of high priority in promoting identity--political, cultural, social, and economic--among northern people (as developed in section D, Part I of this two-part report).

Based on the above assumptions, the following plan for developing northern communications is recommended.

Plan for people communications in Canada's North

The major aspects of the plan are:

1. Official encouragement (including adequate funding) of the various regional northern communications groups developing relevant programs and involving local people.

2. Continuation and expansion of Frontier Coverage Package TV installations in isolated locations.

3. Improvement of long-distance telephone communications to isolated locations.

4. Improvement of broadcast radio reception at isolated locations.

5. Creation of a TV programming center and additional broadcast radio programming centers in the North.

1. Official encouragement of regional northern communications groups. The essential support by government and universities that must be provided to the various regional communications groups was covered in sections C, D, and E, above, of this report. The Task Force considers it absolutely necessary that the value of the regional groups be recognized,and that they be given the necessary support including adequate funding in order that northern communications oriented to the people's needs can become a reality.

An important role that government agencies such as DOC, CRTC, and CBC can play is to ensure that rules made for the general case are not unnecessarily inhibiting when applied to the northern case. For example, at this time there is no provision for

community-originated input to FCP TV or LPRT radio stations. In view of the expressed need for local input such restrictive rules should be investigated to see if they can be relaxed in the northern context.

In addition, the CRTC and CBC should take steps to make CBC facilities available to local groups for community programming. It does not seem logical to have expensive FCP TV and LPRT installations with no possibility for community use.

2. Continuation of FCP TV installations. The incremental value of live TV reception over FCP TV (taped) in the North was shown to be negligible in section E above. "Live TV does not appear to be of high priority" was a conclusion of the DOC Yellowknife Communications Conference. The Task Force believes that live TV should certainly not be the main objective of the initial northern use of Anik. More significant objectives can be achieved through the judicious use of the advanced technology of Anik. Considering the great disparities that exist today in Canada's North, there does not appear to be a valid reason for spending millions of dollars to convert taped FCP TV installations to live TV installations via Anik satellite at this time. The existing FCP TV installations should be maintained as such and additional FCP TV installations may even be envisaged for certain locations. However, the amount and nature of daily programming material shown over FCP TV stations will be given further consideration in 5, below, which deals with programming centers.

3. Improvement of long-distance telephone communications to isolated communities. There are some 120 communities in Canada's North, as defined by this report, that have no long-distance telephone service at all or at best have radio-telephone service only.* Radio-telephone service has a bad reputation in the North, a reputation which is not fully justified. It is true that radio-telephone (high frequency, or HF, radio are other names for it) as it is used today in Canada's North provides a service far from perfect. However, it is not technique that is at fault, so much as the reluctance of those responsible to spend the necessary money to utilize the technique to its fullest--a reluctance generated by the negative economics of northern communications today. Radio-telephone is capable of providing far superior service to that being provided now by this technique. However, it is also true that radio-telephone service at this point in the state of the art (and most probably for some time to come) is inferior to other

* About 25 without service, and 95 with radio-telephone service.

techniques such as land-line, microwave, scatter, point-to-point, and satellite. This is due to the variable and not entirely predictable ionosphere which is used as a reflecting surface for radio waves in this technique.

The 120-odd communities presently either without service or with only radio-telephone service could benefit from improved service by means of one of the following courses of action:

. improvement of existing radio-telephone service
. improvement of or provision of service by terrestrial means (landline, microwave, scatter, point-to-point, etc.)
. improvement of or provision of service by satellite.

It is not possible for the Task Force to suggest a detailed program for improvement relating the 120 or so communities to the above courses of action. This is because the Task Force is not privy to information concerning the amounts of money available to governments or common carriers for such improvements. The Task Force is aware, however, of the possibility of using, for example, DEW line circuits, microwave extensions, land-lines, etc., to improve service to certain communities. This possibility leads the Task Force to recommend that the federal Department of Communications assume the responsibility of coordinating an equitable program of improvement involving the seven provinces and two territories within the North as defined by this study. This coordinating function would implicate federal and provincial governments as well as common carriers. It is believed that coordination is required to assure equitable treatment across the entire Canadian North. This is especially important since the provision of communications services in most northern locations is a money-losing proposition. Since the development of the North (and in consequence its communications services) is of national interest at this time and should be accomplished according to national goals which are not necessarily economically viable on a short-term basis, it is essential for the federal government to determine guidelines for the development. Because the economics of the North at this time are such as to discourage common carriers from improving communications service, it is believed that governments have certain responsibilities to financially assist such ventures.

It is the opinion of the Task Force that the funds which are presently planned for supplanting FCP TV by live television via Anik satellite would be better spent in improving long-distance telephone service and providing broadcast radio facilities

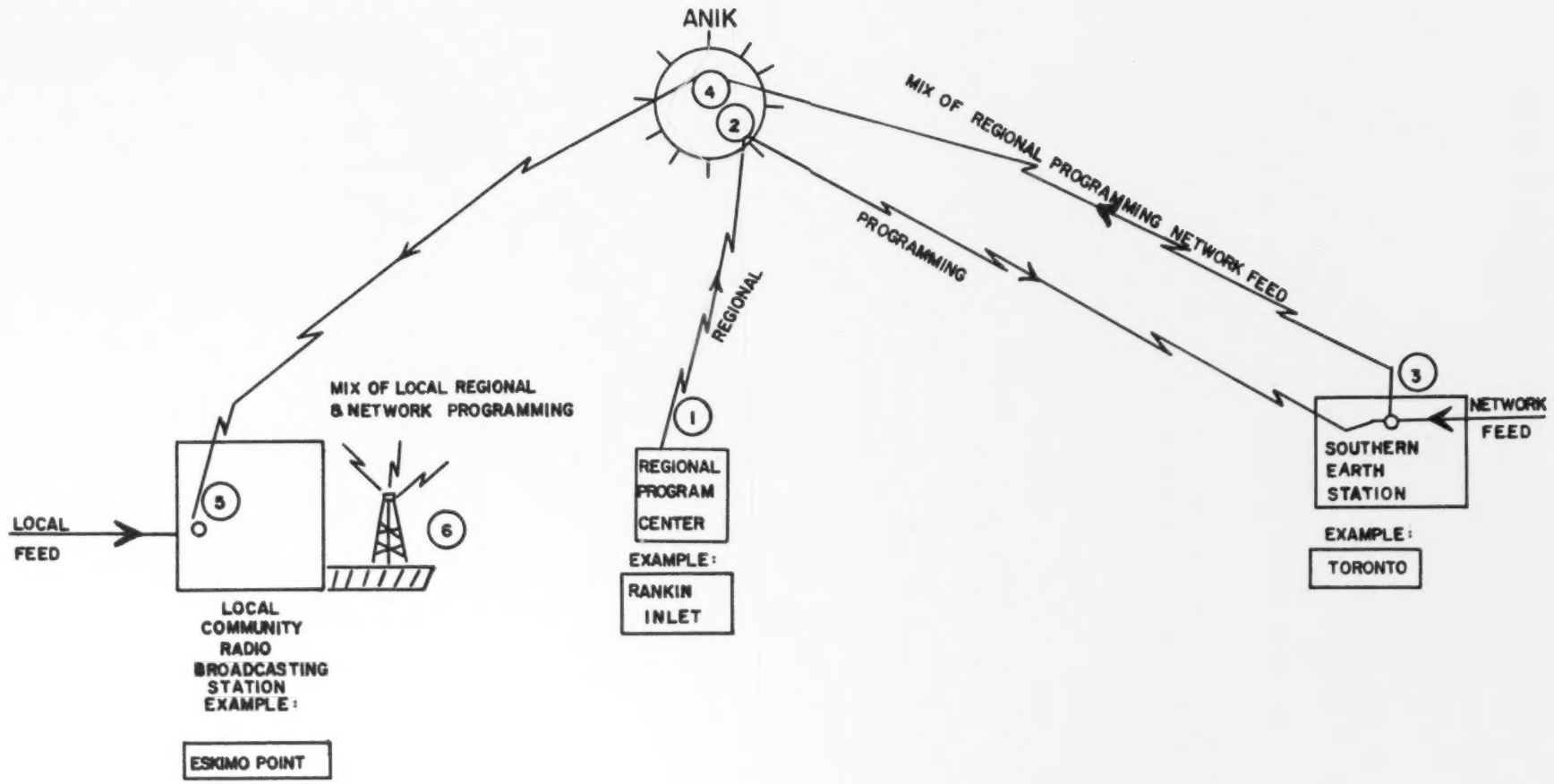
(see 4 following) to isolated communities. The actual means used should be appropriate to the individual case and could be via either microwave, VHF-UHF radio, land-lines, satellite, improvement of HF radio service or use of DEW line circuits, etc.

4. Improvement of broadcast radio reception to isolated locations. Coincident with the improvement of long-distance telephone service to many locations, it is feasible to provide a broadcast radio program circuit as well. Such a circuit would permit the transmission to an isolated community of broadcast radio programs for rebroadcasting in the community by a local radio station on the regular broadcast bands. (The local station could be a community station set up by a regional communications group.) For example, an isolated community that is going to be provided with improved long-distance telephone service via Anik satellite can also benefit at the same time from a radio program circuit that can bring radio programming material into the community. This material could then be broadcast over a local radio station and listened to on an ordinary radio receiver. But, and it is a big but, the radio programs broadcast in the community must be relevant to that community. The local community radio station should broadcast a mix of:

- locally originated programs
- programs of regional relevance transmitted to the community over the Anik radio program circuit and produced at a northern radio programming center as described in 5, below
- programs of national and international interest from the regular radio network and transmitted to the community over the Anik radio program circuit (see Fig. 1).

If radio program material broadcast over a local radio station in the North is to be southern network material only, it is considered to be of limited value. It is essential to have an appropriate mix as outlined above. Of course the principle of local, regional, and network programming should be extended to the LPRT networks of the Yukon and the Mackenzie Valley. There is at present no provision for local programming at these stations.

5. TV and broadcast radio programming centers in the North. "Broadcasters must understand the thinking, cultural differences, and the concerns of the people who need help. This can be achieved by native broadcasters or others who have empathy with



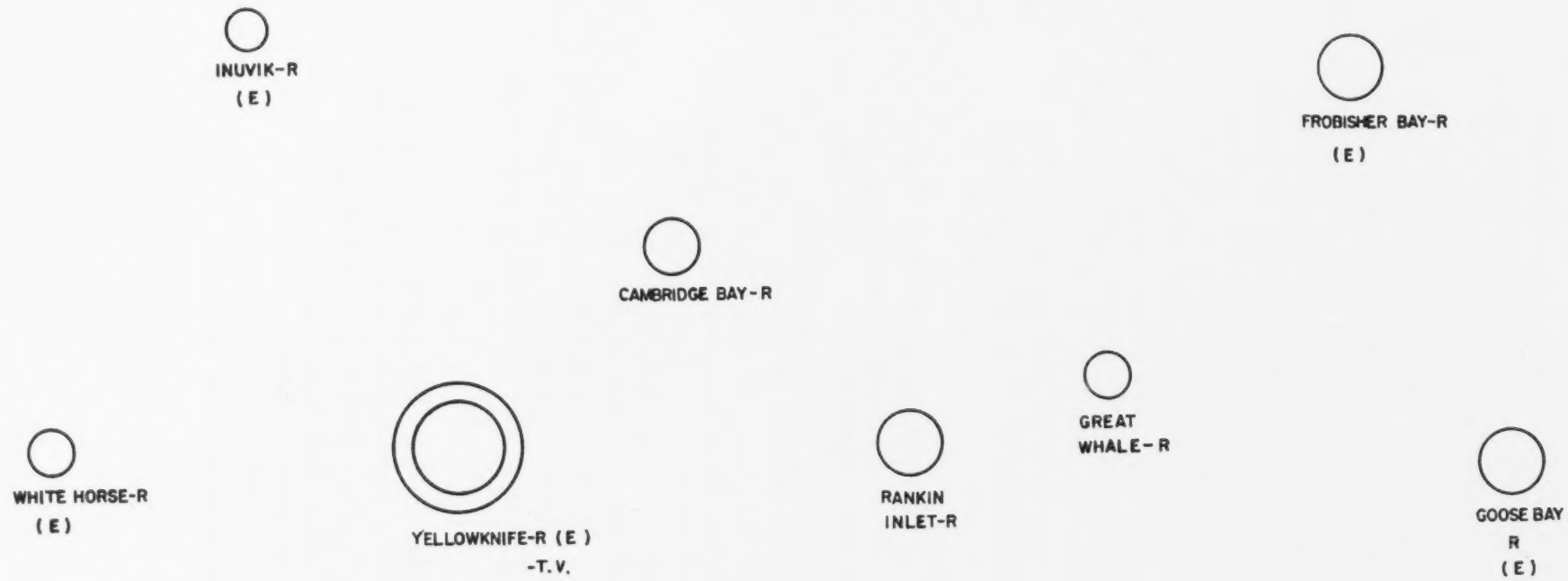
(START AT (1) AND FOLLOW NUMBERS IN SEQUENCE)
FIG. 1

EXAMPLE OF MIXTURE OF LOCAL, REGIONAL & NETWORK RADIO, PROGRAM BROADCASTING IN A NORTHERN LOCATION

the people." These words were spoken by Reverend Adam Cuthand, a Canadian Indian, at the 1970 DOC Communications Conference held in Yellowknife, NWT. Thus, not only have northern people indicated that they wish to receive program material that is relevant to their context, but Rev. Cuthand underlines the need for the local people themselves to be involved in the preparation and dissemination of the media material. The logic of this course of action is emphasized by the arrangements that already exist between the CBC and the Yukon Native Brotherhood for the production of a certain number of community radio programs for northern broadcasting. Similar arrangements are presently being discussed with the NWT Indian Brotherhood and the Committee for Original Peoples' Entitlement (COPE). (See p.18 of Part I of this two-part report for views on the importance of "localness" of media.) The successful production of programs relating to their own communities by the northern people themselves can only be done in the North because that's where the people live who can make the programs.

Figure 2 indicates a possible arrangement of TV and radio program centers across Canada, to produce programs of local and regional northern interest. This arrangement must be considered only as an example of a possible scheme of program centers. The actual location of these centers would of course have to result from a more detailed study. It will be noticed that one TV program center is shown at Yellowknife, but that several radio program centers are shown across the country. The reason for this difference between TV and radio centers involves the relatively high cost of a TV program center and the relatively low cost of a radio program center. This will be evident in the discussion of costs, below. It will also be noticed that some of the radio program centers already exist and only four new ones are envisaged.

One very important consideration in the discussion of radio program centers is that they must form part of an overall scheme which includes the setting up of local community broadcasting stations and a means of supplying these stations with regional and network programs as well as local ones. Local community broadcasting stations should be set up with the official encouragement of regional communications groups as detailed previously.



R.- RADIO
T.V.-TELEVISION
(E)-EXISTING

FIG. 2

A POSSIBLE SCHEME OF
T.V. & RADIO PROGRAM
PRODUCTION CENTERS IN
CANADA'S NORTH

Supplying programs from the program centers to the local stations can be done via land-line, microwave, satellite, and so on, where these facilities exist or will be built; where these facilities do not exist, program material can be physically shipped on tape via road, air, water as appropriate to the community. In the case of the TV program center at Yellowknife, supplying program material would be accomplished by physical transport, since all stations being supplied would be FCP TV which use videotaped material. These stations would then broadcast a mixture of taped network TV and taped northern TV.

It appears that local TV production in the communities themselves is inhibited at the present time because of a disagreement regarding the reproduction quality of inexpensive 1/2" videotape equipment. Technical personnel claim that the quality of the 1/2" equipment is not up to broadcast standards and its use is not allowed for broadcast purposes. The users of 1/2" equipment reply that the difference in quality is so small as to be insignificant. This argument should be resolved by CRTC and CBC by means of subjective quality tests using northern audiences.

What will be the cost of northern program centers? As shown in Figure 2, CBC radio program centers already exist at Inuvik, Whitehorse, Yellowknife, Frobisher Bay, and Goose Bay. In the example shown, new radio program centers are called for at Rankin Inlet, Cambridge Bay, Great Whale River, and Edmonton. A TV program center is called for at Yellowknife. Capital cost estimates for such an arrangement are: one TV program center at $1 million, and four radio program centers at $200,000--a total of $1,200,000. A glance at these costs quickly indicates that it would be a small price to pay, in relation to the cost of the Anik satellite program, to ensure the proper utilization of the sophisticated technology of satellite communications.

Because of the diverse cultures in Canada's North and the significance of northern communications to these cultures, it is essential that the Canadian Radio and Television Commission provide the guidelines and rulings necessary to ensure adequate and equitable development of the radio and television media in the North, in keeping with the needs of the people.

EPILOGUE

Canada's North is populated by people of different ethnic backgrounds, interests, and heritages. It often happens in such a situation that one of the ethnic groups is dominant and pursues its own interests at the expense of the others. The Task Force believes that this is happening in Canada and that one manifestation of this phenomenon is evident in the field of northern communications.

The Task Force has outlined a course of action in the present report which it believes essential if the needs of all people of the North are to be fulfilled. The Task Force urges that this course of action be implemented immediately before it is too late to do justice to the people of Canada's North.

Finally, although the recommendations of this report are oriented to the present and immediate future, the principles expressed can be of value in the design and implementation of future long-range communications systems in Canada's North.

APPENDIX I

Organizations doing communications work in northern Canada

During the course of the work of the MIN Task Force on Communications, the following organizations involved in northern "people" communications came to its attention. The purpose of the list is to inform communications organizations of the existence of other groups doing similar work.

The list is incomplete. There are probably many more such organizations of which we are not aware. Further information along these lines would be appreciated by The Arctic Institute of North America, MIN Project.

1. Federation of Cooperatives of Nouveau-Québec, 51 Bel Air, Lévis, Québec. Att: Peter Murdoch.

2. Memorial University Extension Service, St. John's, Newfoundland. Att: Tony Williamson.

3. Indian Brotherhood of the NWT, Yellowknife, NWT. Att: James Washie.

4. Yukon Native Brotherhood, Whitehorse, Yukon. Att: Chief Elija Smith.

5. Indian-Eskimo Association, 277 Victoria Street, Toronto. Ontario. Att: G. Allan Clark.

6. Raven Society, Qualicum Indian Reservation, RR No. 1, Qualicum Beach, BC. Att: Chief A. Bud Recalma.

7. Federation of Saskatchewan Indians, Prince Albert, Sask. Att: Cliff Starr.

8. Métis Society of Saskatchewan, 1935 Scarth St., Regina, Sask. Att: Jim Sinclair.

9. Manitoba Indian Brotherhood, 191 Lombard Ave., Winnipeg, Manitoba. Att: David Courchene.

10. Alberta Native Communications Society, 11427 Jasper Ave., Edmonton, Alberta. Att: Harold Anderson.

11. Métis Association of Alberta, 10405 - 100th Ave., Room B-1, Edmonton, Alberta. Att: Mike Woodward.

12. Union of British Columbia Indian Chiefs, 2140 West 12th Street, Vancouver 13, BC. Att: Donna Tyndall.

13. Inuit Taparisat of Canada, Fort Chimo, Nouveau-Québec. Att: Charlie Watt.

14. Kenomadiwin Radio, Box 489, Nipigon, Ontario. Att: Susan Strong.

15. Kenomadiwin News, Thunder Bay, Ontario. Att: Elizabeth Morriseau.

16. Committee for Original Peoples' Entitlement (COPE), Inuvik, NWT. Att: Agnes Semmler.

17. Challenge for Change Program, National Film Board of Canada, 3155 Côte-de-Liesse, Montréal, Québec. Att: Dorothy Henaut.

18. Frontier College, 31 Jackes Ave., Toronto, Ontario. Att: Ian Morrison.

APPENDIX II

The Indian Brotherhood of the Northwest Territories*

"Communications--A gap to be filled in the Northwest Territories"

"You don't like us and we don't like you" (racial attitude north of "60").

Lack of understanding among the people of the Northwest Territories has created a gap between the original people and the newcomers from the South, which is becoming wider as time goes by.

Despite fallacies promoted by the Territorial establishment of corporations and civil servants, the present situation is not improving and will not improve until a change of attitudes and policies takes place which the native people feel they have taken part in.

The Indian Brotherhood in 1971 wishes to establish a communications unit operating in a wide variety of media which will help to fill the gap in communications which remains as one of the major problems faced by the native people of the North. We regard discussion and information as the first step for solving the social, economic, cultural, and health problems which afflict our people in the Territories to a greater degree than almost any native or non-native group in Canada.

The goals of this Unit will be to:

1. produce media designed for native people by native people about the events and happenings in the Northwest Territories

2. provide a platform of mass media for people to express their views about matters of concern to native people in the NWT

3. to improve the self image of the native people and develop an increased sense of their own history and culture

4. help native persons know and understand their own problems

* Reprinted with permission.

5. eliminate bad attitudes held by natives and non-natives toward each other

6. inform people of government and corporate programs of interest to them

7. inform government and corporations of native views toward these programs.

At all times the staff of the Unit will attempt to produce their material with the audience in mind. Native languages will be used to a great extent on radio as well as English.

Printed matter will be more in English due to the common lack of knowledge of native syllabics, but content and expression will at all times reflect the average person.

While it is true that there are already a number of newspapers and magazines which cover the North, the Brotherhood feels that these publications have little effect on the people. At present if one was to visit many native homes little more than love story magazines and comic books would be found in most of them, and almost nothing of any informative nature about the North. At present the mass media are totally dominated by members of a white establishment. The News of the North (largest newspaper in the North) does not have one native staff member. The CBC has few native persons on its staff and produces only a small percentage of native programing. With this situation there is little hope that the present communications hierarchy can penetrate this lack of interest and mistrust of their material.

The Brotherhood wishes to affirm the urgency of our need for funding the communications program it is proposing. The Territorial government was approached for assistance on this program and have only supported us with $2500 (after having promised support up to $20,000 the year before: just as soon as we presented our program).

At present the NWT is the only area in Canada where a white backlash group has formed against Indians and publicly pledged to break the NWT Indian Brotherhood by cutting off all support monies (formerly they were called "White Power North of Sixty" and now renamed "Society for Equalization in the North"). The presence of such a group, often supported by influential white

entrepreneurs in the North, indicates the depth of hostility that has developed between people in the NWT and points to the urgent need for better communication to avoid future racial trouble (for example this group has frequently stated that the Indian Brotherhood is "just a hate-the-white-man organization"--which is an accusation quite vivid in their minds, but not based on one shred of evidence).

In order to avoid an increase in future of this racial paranoia born in ignorance there must be a rapid increase in communication between all people in the North.

The increasing power of the Territorial Government as it gets more (formerly) federal powers has worried a great number of Treaty Indians who are concerned about their land, and rights. They urgently need their own newspaper to get information about government and its discussion with Indian leaders of the treaties. Through their own media Treaty Indians can be properly informed so that a truly democratic decision be reached.

Communications Unit--description

Staff

In its final form the Unit will be composed of eight persons working full time. All of these persons will be Indians by the end of the year or sooner. After the members have had the opportunity to gain experience while working with outside consultants, a supervisor will be selected from within or outside the Unit. It is desired that all members of the Unit be of native background because they will better know the proper methods of collecting and expressing information as they will be of the same cultural background as their main audience.

The supervisor who will be hired in August-September will be coordinating the work of his staff, setting overall policies, controlling finances, and originating new programs (e.g. workshops, conferences, educational media). The bi-monthly newspaper will be produced by the writer-photographer, writer-editor, and the artist-paste-up worker. These people will be assisted by the secretary-girl Friday who will also do typing,

typesetting, research, distribution, and filing for the whole Unit. Two people will be doing radio programs with one person doing the majority of the broadcasting and location work and the other person writing. Consultants will be hired on a temporary basis to teach technical skills where needed.

Equipment

Equipment will be kept in the main office at Yellowknife and inventoried. A basic black and white darkroom will be available for the photographer. The radio staff can use Uher tape recorders purchased last year. A Gestetner duplicator and a Gestafax purchased last year will be used for posters, notices, and pamphlets both for the Brotherhood and other local organizations who wish to produce low-cost media. The other workers will be provided with basic tools of their trade not presently owned by the Brotherhood.

Printing

Since it is not within the financial capacity of the organization to own and adequately utilize printing presses, this work will be contracted out. Local printers will be used most of the time.

Travel

Members of the Unit will regularly travel to collect feature stories, radio programs, and pictures in the North. We hope to have, on average, about two people travelling about ten days per month. These people will give excellent feedback to us as well as informing the people by their shows and publications. They will use at all times the most economical means of transportation and accomodation and stay in people's homes when possible.

Community correspondents

Agreements will be made with people in the various settlements to send in news and views. This will not only reduce travelling costs but also increase local people's involvement with their paper.

Media

Newspaper

This is a bimonthly paper of 8-12 tabloid-size pages printed in a local shop with a circulation of about 1500 copies. Two issues have presently been printed...Content will continue much the same except more local stories will be included from the settlements as we make better contacts and the people start writing to us more. We try to keep language simple and clear, use lots of photos and drawings, and stress entertaining stories as much as information.

Most editorial content will be written in future by our staff writers or correspondents. We will continue to include interesting outside material from other publications (with credit); but less so. Most of our typesetting is done on carbon-ribbon typewriters by our secretaries and the writers lay out their pages with the help of the editor.

Advertising will come in the future and the revenues will be used to increase the number of pages and the quality of the paper. At present we have given the paper to the people through their chiefs and band council and distributed many copies to schools, hospitals, politicians, other newspapers, government departments, and interested persons. The demand for more copies is constantly increasing (last week the Territorial Department of Education insisted that every school in the NWT be given copies), and we hope in future to place the paper on news stands for sale to recover some of these extra mailing and printing costs. However the paper for at least a few years will be given away through the chiefs,until we feel the habit of buying it could catch on among native people.

Posters

These will be art posters and information posters. Production of art posters will encourage local native artists and there will be some recovery of costs on sales. Information posters will cover such topics as treaty rights, scheduled meetings, etc.

Magazine

This will be a quarterly on higher quality paper and presses than the newspaper. Pictures, photographs, and stories will be collected from inside and outside the Unit to create an interesting, informative, and attractive magazine. Sales will recover much of the cost.

Radio

The CBC is reaching an agreement with us about providing training and facilities for our staff to make programs. They will give us a certain amount of regular time and special times for programs such as traditional and modern music, stories both old and new, and discussions of current issues. We expect to produce material in all four native Indian languages and also in English. A number of local people with previous experience have offered to help us with our radio shows at no cost.

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